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Report of the Governor of Alaska, 1885

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REPORT

OF THE

GOVERNOR OF ALASKA.

SITKA, ALASKA, *October 1, 1885.*

The act providing a civil government for the District of Alaska requires that the governor "shall make an annual report on the 1st day of October in each year, to the President of the United States, of his official acts and doings, and of the condition of said district with reference to its resources, population, and the administration of the civil government thereof."

I regret being compelled to report that, owing either to an error on the part of the superintendent of the railway mail service, or from a total disregard of the schedule by the mail steamer, which I was semi-officially informed could not leave Port Townsend prior to the 14th of each month, I succeeded in missing the August steamer by just two days, and consequently reached my post of duty a month later than I had confidently anticipated. Leaving Victoria on the 9th of September, in company with the other recently-appointed officials of the civil government, I arrived here on the 15th, having made while *en route* brief stops at Loring, Kasaan, Wrangell, Juneau, Douglas Island, and Killisnoo.

The short period intervening between the date of my arrival and that on which this report is required to be made, will, I trust, be accepted as a sufficient apology for the very apparent lack of personal information upon which to base a more specific and elaborate report. Indeed, in the absence of any other available transportation than that furnished by a monthly steamer making brief calls at each of the four or five principal settlements in Southeastern Alaska only, it would have been impossible with a much longer residence, as it will be for myself or my successor a year hence, to make such a report, based on personal investigation and research, as will fully meet the requirements of the organic act.

At every place thus far visited, the new officials have been most cordially received and welcomed, save by a very few who, for reasons of their own, would have preferred a continuance of the old order of affairs, under which, presumably, they had persuaded themselves to believe they might individually profit much more largely at the expense of the General Government than under the new.

The people generally, however, hail with pleasure the advent of a civil administration which promises its best endeavors to promote their welfare not only, but to do and perform all in its power to secure to them a more perfect form of Territorial government, and through that means a more certain and rapid development of the great natural resources of

the country. To the accomplishment of that end the officials appointed by you stand, severally and collectively, pledged to themselves not only, but to the people whose best interests they have been chosen to subserve.

Arriving at Sitka on the morning of the 15th, I filed my oath of office, which had been taken, as the law directs, before my departure from Washington, and at once entered upon the discharge of my official duties. The judge, marshal and district attorney likewise took possession of their offices the same day, and entered upon the discharge of their several duties with a most commendable zeal, which I have every reason to believe will suffer no abatement during the continuance of their respective terms.

In the absence of any law requiring it, and the officers being severally required to account to their respective departments for the proper disbursement of the funds intrusted to them, I did not consider it incumbent on me to demand financial statements from the retiring officials. None of the appropriations made for the support of the civil government, or for specific purposes, appear to have reached the hands of the *ex officio* treasurer, consequently he has no record of disbursements, all of which, I am informed, except the contingent funds, the appropriation to defray the expenses of the Indian Commission, and the actual necessary traveling expenses of the judge, marshal and district attorney, were made by the collector of customs under direction of the Secretary of the Treasury.

EDUCATION.

The organic act approved May 17, 1884, provided an appropriation of \$25,000 "for the education of the children of school age in the Territory of Alaska, without reference to race," and by the act of July 4, 1884, a further appropriation of \$15,000 is made "for the support and education of Indian children of both sexes at industrial schools in Alaska." By the terms of the first-mentioned act the honorable the Secretary of the Interior is required to make such proper and needful provision as may be necessary to the proper application of the sum appropriated thereby; but nothing was done in that direction until the 3d of March following, when the work of establishing a common-school system in Alaska was committed to the Bureau of Education. The Hon. L. Q. C. Lamar gave early attention to the matter, after taking the portfolio of the Interior Department, and in April Rev. Sheldon Jackson was appointed general agent of education for the Territory. The general agent reports that he has, during the past summer, established and placed competent teachers in charge of schools at Juneau, Sitka, Wrangell, Jackson, Boyd (Hoonah), Haines, and Onalashka. A corps of teachers has also been sent to establish schools on the Kuskokvim River, 150 miles above where it empties into the Behring Sea. The schooner on which these teachers sailed arrived at the mouth of the river on the 19th of June, and presumably by this time have their buildings up and their schools in operation. The population of this last-mentioned section is exclusively Eskimo. In addition to these, schools have been authorized, but not established, at KILLSNOO, Klawak, Kadiak, Ounga, Belkovsky, Wood Island, Saint Michael's, and Fort Yukon. I am reliably informed that the Alents are especially anxious for the establishment of English schools in their midst, and that they need only to be supplied with educational facilities to complete the civilization in which they are already well advanced.

In this connection I desire to say that in my opinion the sum appro-

pritated for the establishment and maintenance of common schools in Alaska is not nearly sufficient. No argument is needed to establish this fact. A glance at a map showing the location of the schools enumerated as having already been and remaining yet to be established ought to be sufficiently convincing. Aside from the cost of their original establishment, the supervision and control involves many thousands of miles of expensive travel annually on the part of the general agent and the teachers. The appropriation should be increased to at least \$50,000.

Various suggestions present themselves as pertinent to the subject in hand, among them the necessity for a compulsory-attendance law, and one making provision for the placing of native orphan children and those rescued from slavery in industrial schools; but these and many other things necessary to the educational and other interests of the Territory will be easy of accomplishment when Congress shall have given Alaska a form of government which will enable her people to legislate for themselves on all questions of a purely local character.

The industrial school at Sitka, I am pleased to be able to report, is making fair progress and doing excellent work in the education and training of native boys and girls, in the mechanical trades on the one hand, and a knowledge of household work and duties on the other. The appropriations made by Congress for the support of this school could not have been directed to a better purpose, and I respectfully suggest that they should be materially increased, to the end that another and similar institution may be established in the Aleutian Islands in accordance with what I understand to have been the original plan, thus completing for the time being the common school system of the Territory—the children who manifest more than average aptitude and progress in the common schools to be advanced to the others. But one section of the Territory can derive any considerable benefit from this proposed grade system until an additional training school at Oonashka is provided for. I therefore urge that Congress be asked for an appropriation sufficient to erect the necessary buildings not only for such an additional training school, but which will likewise enable the Commissioner of Indian Affairs to pay the same amount per capita for the support and education of Indian pupils in Alaska as is paid at all the other industrial schools in the country, the amount now allowed being considerably less. Provision should also be made for supplying one or both these schools with an experimental farmer, a dress-maker and seamstress, and a saw-mill. The latter would be self-supporting from the start, and of great benefit by way of enabling the natives to provide themselves with comfortable houses.

The efficiency of the industrial school has been considerably impaired, and the progress of education correspondingly retarded, by and through an unfortunate quarrel between the general agent and the people of Sitka, including among the latter a majority of the late officials of the civil government; a disagreement which was carried into court by the indictment of the former on several charges, which appear to me altogether frivolous, and which were dismissed because of irregularity. Of the merits and demerits of the controversy I have been too short a time in the Territory to be able to decide impartially, but a sense of duty impels me to say that the people generally, as well as the late officials, earnestly disavow any desire or intention to cripple or impair the usefulness of the school, and just as positively assert that they have been placed in a false position of antagonism to an institution, the success of which they ardently desire, solely through the aggressive and dictatorial action of the general agent. While I conceive it to be my duty

to take no other action in the premises than such as may tend to the restoration of harmony and the welfare of the school, I am, nevertheless, constrained to say that the general agent, who evinces the liveliest interest in educational matters, is, notwithstanding his recognized ability, exceedingly unpopular (whether justly so or otherwise I am not prepared to say) with the people whose co-operation is essential to the successful prosecution of his work in connection with educational affairs. I very much regret this state of affairs, and it is with the greatest reluctance I speak of them. I only do so in the hope of setting at rest any injurious reports that may have gone forth concerning the educational interests of Alaska, and with perfect confidence that in a very short time matters will so adjust themselves as to allay the hatred and jealousies yet existing and bring about a state of feeling which will be much more conducive to the educational welfare of the Territory.

. POPULATION.

The enumeration of the inhabitants of Alaska was begun, but not completed, in 1880 by Mr. Ivan Petroff, who was employed for that purpose by the Census Bureau. Petroff made what may be considered an altogether reliable count of the people of the western section, including the Aleutian Islands, but only got as far eastward as Keenai, where he was (as he reports) taken and held prisoner by the natives until it was too late to complete his work. His report shows the population of the western section to have been as follows in 1880:

Creoles	1,413
Aleuts	2,214
Whites	145
<hr/> Total civilized people	<hr/> 3,772
Indians	20,869
<hr/> Total	<hr/> 24,661

The Creoles and Aleuts are civilized people, not in the full sense of enlightenment, but as being industrious, peaceable, and, to a large extent, educated. Their settlements are located mainly on the Aleutian Islands, and many of them live in comfortable frame and log houses with thatched roofs, while all are devout members of the Greek Church, which still maintains houses of worship among them, and I am told one or two schools.

The population of Southeastern Alaska can only be approximately estimated from the statements of those who are familiar with its settlements, white and native. A careful analysis of the most reliable of these estimates points to a population about as follows:

White:	
Sitka	370
Juneau	214
Douglas Island	34
Wrangell	27
Killsnoo	11
All other places	14
<hr/> Total (whites)	<hr/> 1,000
Natives, about	7,000
<hr/> Total	<hr/> 8,000

The native Alaskans are, to some extent as to numbers, educated in the elementary branches of a common school education. Some are members of the Greek, some of the Presbyterian, and some of the Catholic

Church, and, as a rule, are industrious and provident, living in permanent and substantial homes, and all are self-sustaining. These people, it should be understood, are not Indians. Their appearance, habits, language, complexion, and even their anatomy, mark them as a race wholly different and distinct from the Indian tribes inhabiting other portions of the United States. They are far superior intellectually, if not in physical development, to the Indian of the plains, are industrious, more or less skillful workers in woods and metals, and that they are shrewd, sharp traders, all who have had dealings with them will, I think, be willing to testify. They yield readily to civilizing influences and can, with much less care than has been bestowed upon native tribes elsewhere, be educated up to the standard of good and intelligent citizenship. Just in proportion to their educational progress they should have the rights and privileges conferred and the duties and penalties of full citizenship imposed upon them.

CLIMATE.

A great popular error exists in regard to the climate of Alaska, the prevailing impression being that it is blessed (or cursed) with arctic winters only. A glance at the map and the mere mention of the name of Alaska in connection therewith is sufficient to send an icy chill through the frame of the average denizen of one of the Northern States, who, nevertheless sits and grows all the winter long over the cost of the caloric he must have to protect himself and family against a temperature, which often drops as low as minus forty. The winters of northern and interior Alaska undoubtedly correspond to the popular belief, but that belief when applied to southeastern Alaska and the Aleutian Islands becomes a popular fallacy. To substantiate this assertion, I append herewith a meteorological summary for the twelve months ending August 31, 1885, kindly furnished me by the signal officer at this station, and which shows the mean, maximum, and minimum temperature, together with the number of clear, fair, and cloudy days.

Month.	Mean temperature.				Highest and lowest.				Number of days.			
	Washington time.			Monthly mean.	Maximum.	Date.	Minimum.	Date.	Clear.	Fair.	Cloudy.	Rain or melted snow.
	7 a. m.	3 p. m.	11 p. m.									
	Local time.											
	3.07 a. m.	11.07 a. m.	7.07 p. m.									
1884.												
September.....	46.9	52.6	50.1	49.9	65.7	4	32.	30	9	7	14	18
October.....	41.2	44.8	42.1	42.7	55.1	3	26.	18	3	3	25	26
November.....	42.5	43.0	42.8	41.1	55.8	29	27.	21	3	7	20	23
December.....	31.6	33.1	31.5	32.1	56.3	1	14.6	20	16	4	11	10
1885.												
January.....	35.1	36.5	36.	35.9	48.9	31	19.	14	4	9	18	21
February.....	35.7	38.4	37.6	37.2	48.9	1	24.	19	2	9	17	21
March.....	38.9	42.1	41.1	40.7	58.8	17	28.8	9	10	5	16	19
April.....	30.5	43.0	42.9	42.1	52.	25	29.	17	4	9	17	24
May.....	46.5	52.	50.7	49.7	79.5	6	37.	9	4	9	18	15
June.....	51.3	56.2	55.5	54.3	70.	25	39.5	4	14	6	10	8
July.....	53.5	58.2	57.2	56.3	70.5	7	47.	31	4	10	17	10
August.....	55.5	60.	59.4	58.3	75.	29	44.5	16	7	11	13	17
Total days.....									94	95	206	220

RESOURCES.

The natural resources of Alaska, as yet in the infancy of development, are such as may be made, in the near future, a most important addition to the aggregate wealth of the nation. Of course, I have not had time to investigate as fully as I desired the natural resources and advantages of the district, my observations having been confined to a brief glance at Southeastern Alaska only, but I have seen enough to convince me that no other Territory of the Union, at so early a period in its civil history, presented nearly so many or as great possibilities for the future. That Alaska was not supplied with local civil government a dozen years ago is to be deplored; that so-called scientists in the pay of the General Government have heretofore "damned with faint praise," if they did not openly condemn the country as utterly worthless, save for its valuable fur trade—basing their statements on what they were able to see, looking at its rugged coast from their favorite standpoint of the Prybilov Islands—is still more to be regretted, for the reason that the tardy and at last only partially-performed act of justice on the one hand was but the result of either the ignorant or willful misstatements of those to whom Congress looked for information upon which to base any and all legislation affecting the rights, privileges, and interests of Alaska and its people. As a sample, I quote one from among a dozen misstatements officially printed by one of these paid agents:

Can a country be permanently and prosperously settled that will not in its whole extent allow the successful growth and ripening of a single crop of corn, wheat, or potatoes, and where the most needful of any domestic animals cannot be kept by poor people?

Nowhere in my home travels, from Lake Superior to the Gulf of Mexico, from Washington to Sitka, have I seen a more luxuriant vegetation than here in Southeastern Alaska. I find the hardier vegetables all growing to maturity and enormous size; white turnips weighing ten pounds, cabbages twenty-seven pounds, and as fine potatoes as can be found in any of the Eastern markets I found growing at Wrangell, Juneau, and here in Sitka. Wild timothy and red-top grow to a height of from five to seven feet, and in this vicinity all the hay was cured during the past summer that will be required during the winter, and I am satisfied, from personal observation, that hundreds of tons more could have been harvested. The few cattle I have seen are sleek and in the best possible condition, and I unhesitatingly give it as my opinion that the country is well enough adapted to grazing purposes to render wholly unnecessary the importation of beef, even when the population of the Territory shall have grown far beyond the number requisite to its admission as a State. I speak now of Southeastern Alaska alone, of the resources of which I have had some little opportunity to judge, and keeping in full view the fact that there may be, and doubtless are, seasons in which the absence of continuous sunshine may render the curing of hay by the ordinary drying process impossible. This last fact, however, but creates a necessity here for that which has been adopted from choice in many parts of the Eastern and Middle States—the "ensilaging" process as the means of securing a much more nutritious and economical supply of winter food for cattle. I am assured, moreover, that the season during which cattle must necessarily be fed is much shorter in Southeastern Alaska and the islands to the westward than in the Middle and Western States, an assurance which I think a study of the foregoing meteorological table will fully corroborate. On the other hand, while I am not prepared to speak advisedly of the section known as Southwestern Alaska, I may be

permitted to say that the reports I get from the most trustworthy sources indicate the existence of large areas of valuable grazing lands on the Aleutian Islands and some parts of the peninsula, where the hardier breeds of cattle do not require to be fed in any season of the year. If this be true, the prediction which has been made that Alaska will eventually furnish the Pacific coast with its beef may yet be verified.

MINES AND MINERALS.

Next to the fur trade, of which no reliable figures can be given, the estimates placing its value at all the way from one to three millions of dollars annually, exclusive of the Alaska Commercial Company's seal business, the mining interest is the most important. The extensive reduction works on Douglas Island opposite to Juneau, were completed and put into operation about the 1st of July, and are, perhaps, the most complete of any to be found on the Pacific slope. They are supplied with twenty-four batteries of five stamps each, with all the necessary machinery and appliances for the extraction of the free gold, and chlorination works for the treatment of the sulphurets. During July and August this mill, running to not much more than half its full capacity, turned out \$115,000 in gold bullion, while the accumulated sulphurets (concentrates) awaiting treatment were shown by frequent assays to be worth not less than \$100,000 more.

Since the middle of September the mill has been running to its full capacity, and a personal examination of the mine from which it is supplied with ore, leads me to confidently expect very much better results from this time forward. The mine itself is located in what appears to be simply a great mountain of gold-bearing quartz. Into this immense repository of the precious metal a tunnel has been driven to a length of nearly, if not quite, 500 feet, as nearly as I could judge, at right angles with the trend of the ledge, and on a level at least 250 feet below the outcrop on which the miners were at work breaking and milling the rock down through a winze to the tram-cars in the tunnel. A careful examination of the tunnel reveals well defined foot and hanging walls, very nearly 400 feet apart, between which nothing but the same kind of rock as that being milled at the time of my visit can be seen on either side. The rock is what is called "low grade milling," carrying free gold and sulphurets, and yields an average, I am told, of about \$8 per ton. No selection of the rock is necessary, everything from between the walls going to the stamps. It is truly a phenomenal deposit, and the mine one that promises to figure more largely in the mining history of the world than any other of which we have any record.

In the rear of Juneau two or three miles, on the mainland, is Silver Bow Basin, where some rich placer mines are being worked, but thus far I have not been afforded an opportunity to visit or examine them. The value of the product of these mines, however, has been estimated by well-posted persons at not less than \$150,000 in 1884, and the opinion prevails that the shipment of "dust" will be much larger the present year. I noticed while in Juneau that most of the traders were buying gold dust, and was told that many of the miners in the basin were doing well, and some of them amassing comfortable fortunes.

In the absence of other discoveries it would yet be hardly probable that the gold-bearing ledges and basins of the Territory should be confined to this one particular locality. Fortunately, there is abundant evidence going to show that the developments at Juneau are but the precursors of others yet in abeyance, and which await only the applica-

tion of similar effort in the way of the expenditure of labor and capital to make them profitably productive. In the near vicinity of Sitka there are promising ledges, one of which has been wrought for years in a desultory way by a single prospector, who, doing only the assessment work required by the mining law, has yet been able to support himself and family from the proceeds extracted from his incipient mine by the most primitive appliances—principally an ordinary hand-pestle, mortar, and pan. A number of claims in this last-mentioned locality have very recently been purchased by parties who are able to supply the means for their development, and the successful inauguration of gold mining on Baranov Island is, I am persuaded to believe, among the possibilities of the near future. On Prince William Sound, Cook's Inlet, in the Chilkat River country, on the Yukon, and in many other localities gold is reported to have been discovered, the latest discovery being reported by Lieutenant Stoney, who is conducting explorations on a large and hitherto unknown river which empties into Kotzebue Sound. While there can be little doubt of the existence of gold along the coast-range of mountains, and on many of the islands of the Alexander Archipelago, the geological formation and general characteristics of which appear to be identical with those of the mainland, the work of development will necessarily proceed slowly as compared to the progress made in the other mining districts of the United States, owing to the difficulties which beset the path of the prospector, unless, indeed, convenient access to tide-water may wholly, or in part, be found to counterbalance the disadvantages of high and precipitous mountains, covered with a dense growth of timber, underbrush, and fallen trees, with two or three feet of intertwining, closely-woven vines and moss covering the ground itself, and which will obstruct and render more than usually difficult the work of exploration, though not necessarily an obstruction in the way of subsequent mining operations. The difficulties mentioned will, however, be partially obviated by a first discovery in any particular locality, which will serve as a starting point from which to prosecute explorations with a better knowledge of the formation, and, consequently, with much less labor and expense. In addition to the compensating advantage of contiguity to navigable waters, there is unlimited water-power for the operation of mining and milling machinery and an abundance of timber for all purposes.

Coal, iron, copper, and other minerals are reported as having been found at various points in the Territory, but of the existence of these I have very little information other than hearsay. Since my arrival in the Territory I have been shown specimens of both coal and iron of apparent good quality. At Killisnoo, on Admiralty Island, there are bituminous coal seams from which some coal has been mined, and from which one of the resident officials of the Northwest Trading Company obtains his regular supply of fuel; but the seams are, I am told, badly broken up, and the coal unfit for use under steam boilers. Without any positive knowledge in the premises, I am inclined to believe that the deposits in question have not been sufficiently explored to test either their extent or quality. I have also been shown specimens of anthracite claimed to have been found on one of the small islands in Sitka Harbor, but of the size of the seam, if one really exists, I am not informed.

The specimens of iron ore shown me are certainly very fine, but differ materially from any that I have ever seen in the Lake Superior country or elsewhere. They are not only seemingly very rich in metallic iron and highly magnetic, but what puzzles me is the fact that they appear to be partially malleable, flattening under the hammer to a very con-

siderable extent before fracturing. I have sent some of the specimens to a Pennsylvania expert in the hope of being able to make a more intelligent report hereafter on what is to me a mineralogical anomaly. It is claimed that there is a "whole mountain" of this ore, but for reasons that must be obvious I have not been informed of its precise locality.

FISHERIES.

The waters of Alaska swarm with food-fishes, principal among which are the salmon, cod, and halibut. The curing and canning of cod and salmon has assumed large proportions, although the business has not been a largely remunerative one by reason of the product of the canneries being obliged to encounter the sharp competition of those of Columbia River and Puget Sound, which last have the advantage of closer proximity to market and of better and much more reliable transportation facilities. I have not been able to obtain a list of the canning and curing establishments in the Territory, but know that a San Francisco fleet of from twenty-five to thirty vessels is engaged in cod fishing on the banks off Kadiak and the Shumagin Islands, while at Killisnoo the Northwest Trading Company is curing large numbers of cod, and have works for rendering oil from the herring which swarm in the waters of Chatham Strait. These works will, I am authoritatively told, turn out about 300,000 gallons of oil this year.

TIMBER.

There is a diversity of opinion regarding the timber resources of the Territory, though it is generally conceded that there are immense forests of spruce and hemlock, with scattered groves of yellow cedar, which last is very valuable. The spruce grows to enormous size, and corresponds in most respects to the Oregon fir. It is of the white variety, and valuable, not only for the excellent quality of lumber it will furnish, but as the best-known material for the manufacture of wood pulp. Aside from the yellow cedar, however, which is already in eager demand, though limited in quantity, the timber interests are not likely to assume other than a local importance, until a partial exhaustion, at least, of the Oregon and Washington forests shall pave the way to a ready and profitable market.

Early in August I appointed Capt. B. K. Cowles, who has lately become a resident of the Territory, commissioner for Alaska to the North, South, and Central American Exposition at New Orleans. Like myself, the commissioner was unexpectedly delayed in reaching his field of labor, and though evincing the most commendable zeal and energy in the prosecution of his work, has not been able to collect nearly so large and varied an exhibit as would have been possible under more favorable conditions. The absence of all means of transportation other than the Indian canoe made it utterly impossible for him to visit more than a few of the principal points in Southeastern Alaska. He has, nevertheless, by dint of hard work, succeeded in securing an exhibit fairly illustrative of the natural resources of the Territory, and which will, I think, form a unique and attractive feature of the Exposition. This collection will embrace specimens of gold-bearing quartz, coal, iron, and mica; logs of spruce, yellow cedar, pine, alder, and fir, together with polished boards and cubes of the same woods; salmon, cod, rock cod, sea trout, sea bass, arctic trout, &c., preserved in alcohol; wheat, oats, timothy, clover, red-top, blue-joint; potatoes, turnips, cabbages, cauliflowers, &c.,

together with wild fruits and berries in hermetically-sealed glass jars. In addition to these, he expects to have a rare display of articles showing the handicraft of the native Alaskans, together with interesting curios, the whole constituting an exhibit which cannot fail to attract the wide spread attention of visitors. The commissioner has been instructed to turn over, at the close of the Exposition to the Smithsonian Institution any part of the exhibit its director or agent may desire for the National Museum.

GENERAL REMARKS AND SUGGESTIONS.

As the most effective means of preserving peace and good order in the Indian village adjacent to Sitka one of the naval commanders, some years ago, instituted an Indian police system, which was approved and continued by my predecessor. The members were paid twenty-five dollars per month, with an advance of five dollars over that sum to the chief. I found, however, that the five members of the force, all men of influence among their people, had not been paid for six months, and were consequently becoming uneasy and discontented. The money paid this force since the advent of the civil government was drawn from the appropriation made to defray the expenses of the Indian commission created by the organic act, and that fund being represented to me as having been exhausted, it was questionable if I had the power or authority to continue the system; but after consultation with the other officials, and having in view the maintenance of peace and good order in Sitka, as well as in the native settlement, I concluded to do so, though I was under the necessity of making myself personally responsible for the payment of salaries in the event of my action being disapproved by the department. In this connection I desire to say that I am convinced by my brief experience that no better or more economical system can be devised for the maintenance of order in the native settlements. The Sitkan native policemen are exceedingly proud of their blue uniforms, and being the recognized chiefs among their people, exercise a dual authority, which is universally respected and obeyed. Their authority is confined to their own village, and to such an extent is it respected, so faithfully and diligently do they discharge the duties devolved upon them, that the manufacture of the vile intoxicating compound known as "hoochinoo" has been entirely broken up—a fact, I am informed, which does not apply to any other native village in the Territory. I am therefore clearly of the opinion that the plan should be extended so as to embrace all the native settlements in Southeastern Alaska, and respectfully suggest that, unless already provided for, an appropriation sufficient to uniform and pay at least thirty Indian policemen in Alaska be asked for. I very much doubt if any more effective means can be provided for the promotion of cleanliness, sobriety, and good order among the Indians, without which conditions first obtained the work of the teacher and the missionary cannot be productive of permanent good.

Congress should, in my opinion, without further delay, provide for a joint survey of the boundary line between Alaska and British Columbia, concerning which there is a growing dispute which may lead to serious trouble. Several of the larger rivers emptying into the waters of Southeastern Alaska have their source in British Columbia and flow to the sea through the narrow strip of American territory which stretches along the coast from Portland Canal to Mount Saint Elias. On some of these streams rich placers are reported to have been found, and pros-

pectors and miners are in doubt whether to take up claims under one Government or the other. Unless this boundary is definitely determined there is danger of fighting all along the line between the American and English miners.

As a means of enabling miners to reach the Yukon River with greater ease and much less expense, a trail should be constructed from Chilcoot Inlet to a point on its headwaters, about 25 miles distant. The construction of such a trail, which can only be had through Government aid, will open the way to what is believed to be a most promising mining region.

Assistant Surgeon William Martin, U. S. Navy, at this station, has called my attention to the necessity which exists for a hospital for the treatment of natives. I respectfully suggest that one of the old buildings belonging to the Government could be fitted up and made available for that purpose at small expense, and that it should be done without delay. There are about two thousand Indians in the Sitka settlement when all are at home; among whom pulmonary and syphilitic disorders prevail to an alarming extent. They are wholly without medical treatment, save such as is gratuitously afforded by the naval surgeon, and humanity as well as policy would seem to demand of the Government the relief suggested. A building capable of accommodating twenty-five patients would be sufficient, and it might be placed in charge of the naval surgeon, with such additional compensation as the number of patients might warrant. I most earnestly beg for this suggestion prompt consideration by the proper department.

Among the appropriations made by the sundry civil act of March 3, 1885, is one of \$4,000 for "fitting up the 'club-house' as a temporary jail." This appropriation should not be so expended. The jail in the barracks meets all present requirements. Were it otherwise, the money would be absolutely thrown away if expended on the club-house, which, in my opinion, cannot be repaired for a less sum than would be amply sufficient for the erection of a new and much better building. It would be much more sensible, if it can legally be done, to add the amount to the similar appropriation for a new court-house at Juneau, and which is insufficient for the erection of such a building as is required. No more money than is absolutely necessary should be expended on the Government buildings in Sitka. The officials are already amply provided with offices (save as to furniture in some of them), and it is not at all certain but that the industrial development and further settlement of the Territory may render advisable, if not absolutely necessary, a removal of the seat of government to some more central locality.

The mail facilities of the Territory are wholly inadequate to the needs of its people. The service from Port Townsend to Sitka and Juneau should, at the very least, be made semi monthly, and the route extended monthly to Kodiak and Oonalashka, touching at several intervening points which are now wholly without mail facilities of any kind. Oonalashka was considered of sufficient importance to be provided with a commissioner and deputy marshal, and yet it is utterly impossible to communicate with those officers, or for them to reach the Territorial seat of government, oftener than once in six months, and then only by the roundabout way of San Francisco. Three or four criminal cases a year—the chances are there will be a larger number—necessitating as many trips via San Francisco and return of a regular or special deputy marshal, with prisoners and witnesses, will involve a larger expense than the amount necessary to subsidize a monthly mail steamer plying on a direct route, including in the latter sum the lessened cost of transportation,

so that the Government would actually save money by merely giving to the people of the Aleutian Islands the mail facilities to which every consideration of right and justice clearly entitles them. I respectfully submit that such action should be had in this regard as will bring all parts of the most largely settled sections of the Territory into monthly communication with each other. In addition to this a weekly route should be established between Sitka, Juneau, Wrangell, and intermediate points. Indeed, such mail facilities are indispensable to a successful administration of civil government in Alaska. There are no wagon roads; all travel and transportation is and must continue to be by water. A steamship is to Alaskans what the railway train is to the people of the States; the sailing vessel as the slow-going stage-coach of their fathers, while a withholding of both by the Government reduces us to the last and only alternative of an Indian canoe. The establishment of such mail routes as I have suggested will give Alaska, not all the transportation facilities she should have, it is true, but such as will aid and encourage immigration, and tend largely in the direction of a more rapid development of her material resources. But even then the civil government will be without the means of communication with many sections of the Territory where it is just as essential that the laws should be enforced, and whose people are just as much entitled to the protection the law is intended to afford as are those of more favored localities. Here is a Territory embracing nearly 600,000 square miles, with a coast line greater than that of all the Atlantic, Pacific, and Gulf States combined, sparsely populated in widely scattered settlements, and it is not to be expected that it can be satisfactorily governed if the officials to whom that task is committed are to be cooped up in one corner and debarred from all intercourse with a considerable portion of its people, powerless to enforce the law against evil-doers on the one hand, or afford its protection to the law-abiding on the other. To hold a term of court at Wrangell which may not, in itself, consume more than a single day's time, a full month is required, with corresponding expense to the Government. It is contemplated by section 5 of the organic act, that the governor shall visit the seal islands—distant from Sitka not less than 1,500 miles—once in each year. How he can possibly do so, unless some kind of transportation is placed within his reach or command, is a question puzzling even to the imagination. A staunch, though small, sea going steamer, if nothing more than a tug, should be placed at the command of the civil government; indeed, it is imperatively demanded by the necessities of the case. Such a steamer might be commissioned as a revenue cutter, and as such would find ample employment in that capacity, even while conveying officials of the civil government from one point to another on official business. Such a steamer might be assigned to the command of an officer who has not forgotten that he was educated at the expense of the people—one who is not overinflated with "the insolence of office"—and who might, therefore, reasonably be expected to perform the double duty assigned him willingly and cheerfully. Aside from the necessity of such a steamer to the successful administration of the civil government, her employment, as I have suggested, is a matter worthy of consideration, even though viewed in the light of economy alone.

If any serious effort has been made to enforce the provisions of section 14 of the organic act, which prohibits the importation, manufacture, and sale of intoxicating liquors, the result of such effort is not discernable in the total or even partial absence of places where such liquors are openly sold. The law in that regard is practically inoperative, and

I do not believe that, with our extensive coast line, the utmost vigilance of the customs officials can prevent liquors from finding their way into the Territory in greater or less quantity. Nothing short of a revenue steamer plying constantly in the waters of Southeastern Alaska can effect anything worth mentioning in that direction.

We have here simply a repetition of the workings of prohibition in communities averse to it; but, though positive in the opinion that a stringent license system would be much preferable, I shall, nevertheless, do all in my power to enforce the law as I find it. The difficulty is, that the law being almost universally distasteful, there are few, if any, among the people willing to make complaint under it, nor yet any who will testify if they can avoid doing so. A stringent license law would be much more efficacious and restraining in its operation, and would at the same time produce a very considerable revenue. As it now is, the law has no other effect than to impose very high prices on consumers, thus securing immense profits to those who violate it. Should Congress determine to give Alaska a full Territorial form of government, with power to legislate on all questions of local concern, it will yet be necessary to repeal the section referred to, before any local law can be enacted for the regulation of the liquor traffic. I do not hesitate to recommend, in any event, the repeal of section 14 and the enactment of a rigid license clause in lieu of it.

The Indian Commission provided for by section 12 of the organic act was, it would seem, created for a specific purpose, which purpose, being accomplished, would cease to exist. I have to suggest, that while the fund appropriated to meet the necessary expenses, the appropriation of which is suggestive of the duties imposed, appears to have been entirely exhausted, the report filed by the Commission in the Department of the Interior fails to show that those duties have been more than in very small part performed. The report shows that it was based wholly on information obtained by individual members of the Commission who do not claim to have visited any of the Indian settlements other than the comparatively few which are located in Southeastern Alaska. Suggestions applicable to the care and education of the Indians in this one section may be found wholly inapplicable to those of another; so also as to the "limitations and conditions which should be imposed when the land laws are extended over the Territory." If Congress desires correct information in this regard, the Commission should be revived and a sufficient appropriation made to cover the expense of a visit of inspection to all the Indian settlements.

I submit for candid consideration whether the present organic act, creating the "District of Alaska" can be construed into anything more in harmony with the fundamental principles of free representative government than could one which explicitly declares a qualified executive absolutism. That act following, as it appears, the always exceptional treatment of Alaska, presents an anomaly of law, by expressly excluding all legislative or representative power from the people.

To supply, as was supposed, this essential want, the denial of which operates the more harshly by reason of remoteness from the seat of government, and which would be inexplicable to those not familiar with the persistent misrepresentation which has been heaped upon Alaska, the code of Oregon "now [then] in force" is declared to be the law of the district "so far as the same may be applicable and not in conflict with the laws of the United States." That this novel plan of civil government, shorn of the vital principle of representation and of the essen-

tial privilege of enacting laws necessary to the requirements of ever-varying interests—this launching upon an unknown sea of executive and judicial experiment an untried bark of doubtful quality without the machinery requisite to supply the defects in her construction—should prove exceedingly difficult of practical administration was to be expected. The very terms supposed to obviate the necessity of the privileges withheld but increase the ambiguity of construction. How far the general laws of Oregon, as they existed on the 17th of May, 1884, are “applicable” and to what extent their application does not conflict with the laws of the United States, becomes a difficult and delicate inquiry; and there are certain classes of cases, such as the *habeas corpus* and *ne exeat*, in which the doubt amounts to such an uncertainty as to render any action whatever hazardous. At every step we meet obstructions in the shape of total inapplicability of this or that law enacted by legislatures our people had no voice in choosing, and which, being designed for the government of a State having organized townships and counties, are impossible of application or enforcement in a Territory having none of these subdivisions *nor the power to create them*. As instances, the people of Alaska can only console themselves for the inapplicability of the marriage laws of Oregon to the solemnization of the marital relation in their Territory by the reflection that “marriages are made in heaven.” The executive can, under the same laws, appoint justices of the peace, constables, and notaries public, but it would puzzle the brain of the most eminent Philadelphia lawyer to tell how he can fix or determine their exact jurisdiction as to area.

Under the maxim of law that the grant of authority carries with it a grant of the powers necessary to its exercise, it is hardly presumable but that it was the intent of Congress to confer upon the district court of Alaska all the required authority for the full administration of justice. And yet the court is met at the very outset with grave doubts as to the manner in which juries should be summoned, and as to the legality of their findings after they have been impaneled.

It was hoped that the clause (section 11) directing the Attorney-General to furnish for the use of the officials so many copies of the “laws of Oregon applicable to said district” as might be necessary would have secured an enunciation by the Department of Justice of such provisions of the Oregon code as are to be applied here; but the compilation issued by the late Attorney-General shows the fact that that official is not empowered to decide upon the applicability of any law, and at the same time makes more manifest the difficulty of such decision. Indeed, it intensifies that difficulty by announcing the doubtful applicability even of some of the United States laws collated in the manual.

Of course all systems of law are liable to defects and to difficulties of construction, while their remedial power is often defective; but here we have the exceptional instance of a system wholly untried and experimental, yet lacking that most essential provision of a remedial force springing directly from the people subject to its operation, who are absolutely without voice anywhere in any body exercising legislative authority competent to their relief. Thousands of leagues of territory lie between them and the power that alone can rescue them, while “mountainous error too highly piled for truth to overreach” obstructs the presentation of their claims. Eighteen years of patient appeal has brought them only this mutilated measure of relief.

The necessity for some representation direct from the people in the national councils, and of some legislative authority convenient enough

to keep advised of their wants as they arise, it seems to me is too plain to admit of argument. Without these essentials the tardy, partial remedy that has been provided becomes, in many respects, a hollow mockery and a delusion. I can conceive of no reason why the right of representation, the inestimable privilege of American citizenship, universal over all the territory of the Union except here—a right which these people believe to have been expressly pledged to them by every precedent not only, but by the very terms of the treaty under which the Territory was acquired—a right which is one of the distinguishing features of our national liberty—should be longer withheld. And if it is thought best to deny them a Territorial legislature, a legislative council, at the very least, might be provided—the plan and precedents for which are ably set forth in the report from the Senate Committee on Territories, Forty-seventh Congress, first session (S. R. No. 457), by Senator Butler. But lest it be urged that this people are unfit to legislate for themselves, I unhesitatingly aver that nowhere, in any newly-settled portion of the Union, has this privilege been more highly prized or more religiously regarded as a right to be exercised in the direction of the public good alone than it would be in Alaska. Her people are typical sons of the pioneers who carried the star of empire westward from the Ohio to the Pacific; they are hardy, enterprising, intelligent, and patriotic, and have within themselves the elements from which could be drawn legislative assemblies that would compare most favorably with those of any other Territory.

As to representation, it seems almost inconceivable why, in the organic act providing a civil government for Alaska, following so closely after the favorable reports made to the Forty seventh Congress, it should have been so expressly denied. The right of the people to this privilege, the *obligation* resting upon the Government to extend it, its *necessity* to the welfare of the inhabitants and to the development of the resources of the country, and even its desirability on the score of *economy*, are so plainly apparent that it is impossible to account for its being withheld, except it be on the ground of deep-seated and unjust prejudice. Under the treaty of cession (Art. III), the inhabitants were guaranteed "all the rights, advantages, and immunities of citizens of the United States." This pledge is absolute and unconditional, and Kent but embodies the universal sentiment of Christendom and of all just authority when he says that "the construction of treaty obligations should be liberal, and they should be kept with scrupulous good faith, and if ambiguous anywhere, the party obligated should submit to the construction most unfavorable to him." It will scarcely be deemed necessary to inquire if representation in Congress, and the privilege of local legislation are among the "rights, immunities, and advantages" of American citizens under a "liberal" construction of the treaty and of our national polity—they are the very germ and essence of our liberties. Representation is allowed to every other portion of our domain, and has always from the earliest days of the Republic, been promptly extended to each new acquisition (except in this instance), so that it has acquired the sanction of political common-law, in addition to the express provision of statutory enactment.

Section 1862 of the Statutes declares that "every Territory shall have the right to send a Delegate to the House of Representatives of the United States," and no quibble, no specious argument, can defeat this just implication of this language. It has been recognized by the houses of Congress as so clearly the right of the people, that in whatever shape

the appeal has reached them, under whatever mutilated form of assertion, by whatever defective modes of procedure, it still has been honored and ratified, in every instance, to every fragment of territory, every fraction of population, wherever good faith sustained the claim, *except in the single case of Alaska*.

The necessity of this privilege to Alaska is rendered stronger by the very fact of her remoteness from the seat of Government and the prejudice I have referred to as existing in regard to the character and value of the country.

Every reason which exists in the cases of other Territories prevails *a fortiori* here. Already grave defects, obstructing practical, beneficial administration, have been developed in the act establishing a civil government for the Territory. They can never be corrected or the deficiencies supplied, with the promptness necessary to the efficient administration of justice, to meet the ever recurring needs which accompany the march of development and progress, without a Delegate in Congress, who, knowing their wants, can the more surely further their interests by securing much needed legislation. The fact that for seventeen years Alaska was without any civil government or authority of law whatever, and that in that time twenty-five or more measures of relief were presented in Congress, not one of which ever reached a vote in either house, is convincing proof of the necessity asserted for having accorded to her the usual Territorial representation in the law-making branch of the General government.

The expediency and economy of an immediate extension of this right, to the Government itself, are reasonably to be inferred from the fact that many sources of revenue might be opened which are now unused; that the military or naval supervision with its attendant heavy expenses might be removed, were a full Territorial government provided. The history of Territorial advancement shows that the full endowment of any section with the rights of citizenship has always redounded to the benefit of the whole country.

Two objections only, so far as I am informed, have been made to the extension of the right of representation to Alaska. First, the expense—an objection entirely beneath the dignity and credit of a great and prosperous nation, and which can be shown by all precedent and in all reasonable estimation to be a most unprofitable parsimony as well; second, the paucity of population—an objection which is utterly unworthy of consideration where the question of right is involved, and one which would shame any country if made the test of governmental protection against foreign aggression or domestic lawlessness. Nor has it ever been made a test, except in Alaska's case. Michigan, Washington, and Dakota, and I think Idaho and Minnesota also, were endowed each with a full Territorial government with less civilized population than Alaska has to-day, and in other cases only a few more hundreds have entered, through such organization, upon the high career of progress towards the position of wealthy and powerful States.

In conclusion, I trust I may be excused for having dwelt thus at length on the political grievances of the people whose interests have been committed to my care, so far as I may be able to serve them in an executive capacity. They have no one else to speak, officially, in their behalf and in that regard, at the national capital, and I can only regret the absence of such ability as could have enabled me to present their claims to full Territorial recognition so forcibly that the argument would have been conclusive of the result they so richly merit, so ardently desire; and if it be the desire of the General Government to

promote, by the easiest, simplest means in its power, the growth and prosperity of one of its fairest possessions, then will Congress no longer hesitate to accord to this people not only the right of representation in its popular branch, but clothe them likewise with the power to legislate in behalf of great interests which cannot otherwise be advanced to that full stage of a development which will add to the wealth and redound to the glory of the nation.

Very respectfully, your obedient servant,

A. P. SWINEFORD,
Governor of Alaska.

To the PRESIDENT.